MANAGING WILDERNESS IN PROVINCIAL FORESTS:

A Proposed Policy Framework

Province of British Columbia
Ministry of Forests
and Lands

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IN PROVINCIAL FORESTS:

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Ministry of Forests and Lands
Integrated Resources Branch
Recreation Section

June 1988

Foreword

The Forest Amendment Act, 1987 was passed into law on August 17, 1987 That statute recognized wilderness as a resource. It gave the Ministry of Forests and Lands the mandate and responsibility to consider wilderness in i s integrated resource management of Provincial forests.

The purpose of this paper is to canvass people's views on wilderness and enable the ministry to consider those views. This paper sets out, for review and comment, how the ministry proposes to interpret the new legislation and implement the new government direction. Following a public review of this paper, the ministry will use this paper and input received on it from other agencies, licenced resource users and the public, as a basis for its development of wilderness policy.

This paper sets out a comprehensive policy framework, as well as specific policy direction on specific policy issues, as a proposed foundation for the ministry's new wilderness program. Sections 1.0-2.0 of this paper provide necessary backgroumd, introduce the concept of wilderness and identify the ministry's mandate for wilderness management. Sections 3.0-7.0 propose a framework for the ministry's wilderness program, including its mission, objectives and provisions for wilderness research, inventory, planning and management. Section 8.0 identifies a number of special policy issues and proposes policy direction on each. Section 9.0 is a synopsis of the overall direction and intent of the proposed policy framework. Lastly, this paper provides a glossary of technical terms and a list of references.

Comments on this paper should be submitted in writing by September 30, 1988 to:

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Recreation Section wishes to acknowledge the literature at large, especially The Wilderness Mosaic, Wilderness Decision-Making and numerous publications of the U.S. Forest Service on which this paper has drawn heavily and liberally.

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1.0 INTRODUCTION

1.1 Background

Almost half of British Columbia is wilderness - remote, undeveloped tracts of land. These vast lands are a valuable resource. The total amount of these lands is still large, but it is shrinking as industrial and some recreational activities are eroding them at an accelerating rate. British Columbians must decide what they want to do with their wilderness. That is, they must decide how they want to manage it.

The wilderness issue in British Columbia was brought to a provincial focus by the Wilderness Advisory Committee which was appointed on November 15, 1985 by the Honorable A. Pelton, then Minister of Environment. In response to that committee's report, The Wilderness Mosaic (March 1986), government developed an overall strategy for managing BC's wilderness resources. That strategy includes the Federal and Provincial park systems, the Ministry of Forests and Lands (MoFL) wilderness program in Provincial forests and a number of other wilderness or wilderness type programs and designations.

The mandate and responsibility for the MoFL wilderness program is established by the Ministry of Forests Act and Forest Act (Section 2.0). The MoFL wilderness program, however, is only part of government's overall wilderness strategy. It is also only part of government's emerging system of land use planning for the province. The establishment of wilderness areas would constitute a partial zoning of Provinicial forests consistent with this overall system of land use planning. By giving an explicit wilderness mandate to the agency most responsible for resource integration, government has given a clear signal that wilderness is to be considered through the integrated resource management and zoning of Provincial forests.

The Forest Act gives the MoFL a green light on where to go, but few specifics on how to get there. The role of this paper is to build upon earlier discussion papers such as the ministry's Discussion Paper on Natural Areas, and initiate the development of wilderness policy. That policy will interpret the new legislation and guide the MoFL's implementation of the new government direction.

1.2 Meanings, values and uses of wilderness

Through the millenia, whatever was left untouched by man was considered wild. The wilds, or "wilderness", was something to be feared as it harboured beasts of prey and provided cover from which enemies could strike. Our traditional relationship to wilderness was to attack and subdue it.

Not until 19th century Europe did there emerge a realization that few of these mysterious and threatening wild areas remained, and that human activity was having a profound effect on the environment. This new sensitivity to the environment was first reflected in the writings of the European romantic period and more recently echoed by the environmental movement of the 1960's.

It changed our long standing relationship to wilderness. Today, wilderness is recognized and valued in many countries of the world as a resource in its own right and a legitimate land use.

In simplest terms, wilderness is a condition of remoteness and naturalness. Beyond this, the refinements and debates begin. For example, remoteness can mean remoteness from settlement or remoteness from access. And naturalness can be assessed relative to social modification or environmental modification. Much of the controversy surrounding the meaning of wilderness has to do with the questions "how remote and natural before it is wilderness" and "do you preserve or use wilderness to realize wilderness values?". Much of wilderness management has to do with seeking concensus on these questions.

Current meanings and understandings of wilderness are anything but straight forward or unanimous. To some, wilderness is viewed in isolation, in absolute terms and as a non-renewable resource whose amount and value are diminished by any human intervention or use. To others, wilderness is viewed as part of a continuum, in relative terms and as a resource whose value is realized only through human use.

These seemingly paradoxical meanings of wilderness can be partly understood by categorizing wilderness philosophies as either "biocentric" or "anthropocentric". Biocentric philosophies view wilderness primarily from an ecological perspective and emphasize "the retention of naturalness". Anthropocentric philosophies view wilderness primarily from a sociological perspective and emphasize "recreational use and enjoyment".

Within this historical and philosophical context, wilderness is generally recognized as having a wide range of psychological, social, cultural, economic and scientific values and uses. The more commonly cited values and uses of BC's wilderness are:

- preserving natural ecosystems, including endangered species, biological diversity, gene pools and bench marks for biological research;
- providing recreational users with the physical and psychological revitalization of a wilderness experience;
- providing guides, outfitters and other licenced commercial wilderness operators with the resource base for their businesses;
- providing the "supernatural" marketing theme for BC's multi-billion dollar tourism economy;
- preserving the cultures, social systems and lifestyles of BC's native peoples and rural based populations; and
- preserving examples of BC's biophysical landscapes.

Wilderness, therefore, is very individual and personal. Each of us understands, values and uses wilderness in our own way, either directly or vicariously. As a society, our relationship to wilderness has evolved and will continue to evolve.

Wilderness remains a generally agreed upon concept until such time as it is defined operationally for each jurisdiction through legislation, agency policy and management plans. The philosophical meaning of wilderness is discussed

above. The legal basis and government priority for wilderness in BC is established in legislation. The proposed MoFL policy direction for identifying, designating and managing Provincial forest wilderness areas is the subject matter of this paper.

1.3 Wilderness and integrated resource management

Wilderness is but one of a spectrum of uses of Provincial forest lands. Within Provincial forests, plans must accommodate watershed protection, wildlife management, timber production, mineral exploration and development, livestock grazing, outdoor recreation and many other potential uses. This requires careful consideration of how each use impacts on other uses, not only at the same time in the same place, but also in different times and places.

In order to realize, now and in the future, a full set of resource benefits from Provincial forests, it is necessary to consider all resources, including wilderness, in an integrated resource management framework. Integrated resource management does not mean providing for all uses in all areas or, multiple use on every hectare of land. It means identifying and assessing all resource values and providing for a regional mosaic of land uses. Such a mosaic would normally include some areas which are managed primarily for resource extraction and other areas which are managed primarily for their wilderness values.

Wilderness management is a new component of the MoFL's long-standing recreation program. The recreation program recognizes and manages for the full spectrum of recreation experiences and opportunities ranging from developed facilities to wilderness. The MoFL's recreation policies (Ministry Policy Manual), and procedures (Recreation Manual) set out the program's existing framework for the management of those recreation values and opportunities on Provincial forests. This paper proposes additions to that policy framework to provide for the new wilderness mandate.

1.4 Terminology

Should the Provincial forest wilderness areas which are established and designated under the Forest Act be called "wilderness" areas? Or should they be called "natural areas", "primitive areas", "backcountry areas", "forest recreation areas", "recreation and resource areas", or something else? What is the most appropriate term for this new land use designation?

As pointed out in Section 1.1, the MoFL wilderness program is only part of government's overall wilderness strategy. The Provincial forest wilderness area is only one of many wilderness or wilderness-type designations. Consideration of the most appropriate term for wilderness areas must consider, as well, the family of terms now in use.

As pointed out in Section 1.2, there is a broad range of meanings, values and uses of "wilderness". As pointed out in Section 1.3, the wilderness area designation is envisaged as part of a regional mosaic of land uses in the

Ministry's integrated resource management of Provincial forests. And, as discussed in Section 2.0, the current Forest Act establishes specific direction regarding permitted uses and provides overall management intent for designated wilderness areas. Consideration of the most appropriate term for wilderness areas must consider these directions and contexts as well.

The term "wilderness" is an emotionally-laden term. It is also a household word that is entrenched in usage as a land use designation. Conceptionally, and most generally, the term "wilderness" conveys a condition of remoteness and naturalness.

However, the particular uses that are permitted in a designated wilderness area vary widely depending on the jurisdiction (country, province, state, etc.), the agency who administers the area (Forest Service, Parks, etc.) and the area itself (areas close to urban centres, remote areas in the north, etc.). In addition, established or historical uses are often honoured when an area is designated as "wilderness". This sometimes leads to incompatible or non-conforming uses in a wilderness area.

In similar fashion, the term "park" is well-accepted but varies even more widely in terms of allowable uses and activities. Consider, for example, Stanley Park and the proposed South Moresby Park. Public understanding of the different kinds of "parks" is aided by indicating the agency who administers the area, (e.g. City Park versus National Park). Similarly, public understanding of the various wilderness categories will need to focus on the differences between Park wilderness and Forest Service wilderness. By way of comparison in the United States, Park wilderness generally means no mining, no grazing, no hunting and very restricted commercial uses, whereas Forest Service wilderness means careful regulation of mining, grazing, hunting and commercial activities.

Terminology is important as it relates to perceptions and expectations. Notwithstanding the importance of terminology, the central issues concerning wilderness are generally "how much?" and "where?". The secondary, and generally more localized, issue, is "how will wilderness areas be managed?" Because of the importance of both issues, your comments regarding the appropriateness of the current Provincial forest wilderness area term and land use category, particularly as they relate to your review of this paper, are appreciated.

2.0 MANDATE

The MoFL's mandate for managing wilderness in Provincial forests is established by the Ministry of Forests Act and the Forest Act.

Under Sections 4b and 4c of the Ministry of Forests Act, the management, protection, conservation and planning of the forest (including recreation and wilderness) and range resources are included in the purposes and functions of the ministry. This establishes the ministry's basic mandate for integrated resource management and long-standing, implicit mandate for wilderness management.

Under Sections 3 and 4 of the Forest Act, wilderness is confirmed as a legitimate use of Provincial forests. Under Section 5.1, the ministry's wilderness mandate is set out as follows:

5.1 (1) The Lieutenant Governor in Council may designate any Crown land in a Provincial forest as a wilderness area, cancel such designation or amend the boundaries of a wilderness area.

(2) A wilderness area shall be managed and used only for one or more of the following:
(a) preservation of wilderness;
(b) any use consistent with preservation of wilderness;
(c) any purpose permitted for that wilderness area by or under the regulations.

(3) No person shall carry on commercial logging in a wilderness area.

(4) Unless permitted by the regulations and a permit, where a permit is required by the regulations, no person shall use or occupy land in a wilderness area in a manner that is inconsistent with preservation of wilderness.

Stripped of its legal formalities, Section 5.1 means that:

- the cabinet may designate any Crown land in a Provincial forest as a wilderness area to protect it from unplanned use. Wilderness designation means that the wilderness resource is given priority, although some development may occur. The Cabinet may cancel the designation or change the boundaries but only to the benefit of the province;
- no commercial logging shall be allowed in a wilderness area. However, trees may be cut for management purposes such as fire or pest management or trail building; and
- a wilderness area shall be managed only for the preservation of wilderness, for any use that does not threaten that preservation, or for any purpose permitted by the regulations.

Under Section 5.2 of the Forest Act, mineral and petroleum exploration and development in designated wilderness areas are specifically not prohibited. These activities, however, are required to follow all existing guidelines and to be in keeping with the intent of wilderness designation.

3.0 MISSION AND OBJECTIVES

3.1 Mission

The proposed mission of the MoFL wilderness program is:

> "To maintain the wilderness resource and provide the opportunity for a wilderness experience, now and in the future, through land allocation decisions within Provincial forests and management plans for specific areas which protect the wilderness resource against incompatible uses."

This mission would establish the MoFL wilderness program as a land allocation and resource management tool. The application of this tool would result in the identification, designation and management of specific areas for their wilderness values in accordance with the concepts and principles of integrated resource management. This mission would be consistent with the governing statutes and the purposes and functions of the agency which is responsible for administering the program.

3.2 Objectives

The proposed objectives of the MoFL wilderness program are:

- Research - to assess the value and demand of wilderness as one of the resource values and land uses of Provincial forests;
- Inventory - to develop and maintain an inventory of the Provincial forest wilderness resource;
- Planning - to identify, assess and make recommendations regarding Order-in-Council designation of, candidate wilderness areas; and
- Management - to prepare, implement and monitor a Wilderness Management Plan for each designated wilderness area.

These objectives, if met, would carry out the proposed mission of the wilderness program. These objectives would establish clear direction for all program activities and would enable efficient and effective program delivery.

4.0 RESEARCH

The proposed MoFL research needs in wilderness management would be identified by the ministry's recreation program and carried out or coordinated by the ministry's research program.

The objectives of this research would be:

- to assess the value and demand for wilderness in order to assist in the overall planning of the wilderness resource; and
- to assess the impacts of recreational and (permitted) industrial uses on wilderness in order to assist in the management of designated wilderness areas.

These objectives would be met by:

- working cooperatively with other agencies and groups, including provincial, national and international government and non-government groups (Section 8.2);
- emphasizing the application of existing research in other jurisdictions to BC conditions; and
- initiating BC studies as required.

Research activities would be guided, initially, by the following priorities:

- development of methodologies for assessing the value and demand for wilderness;
- development of methodologies for determining environmental and social carrying capacities and limits of acceptable change;
- assessment of the impacts of motorized and non-motorized uses of wilderness;
- assessment of environmental and social impacts of fire and pest management activities on wilderness;
- development of management guidelines for implementing road restrictions and closures; and
- development of management guidelines for managing commercial and public recreational use.

5.0 INVENTORY

The proposed MoFL inventory of the Provincial forest wilderness resource would be coordinated and carried out by the ministry's recreation program as follows:

- Use of the Forest Service recreation inventory as base maps of areas which potentially have wilderness values and are potentially capable of providing wilderness experiences. This would include the use of the following Recreation Opportunity Spectrum (ROS) classes:

ROS CLASSES	CRITERIA/CONDITIONS
• Primitive	• greater than 5000 ha and more than 8 km from the nearest road.
• Semi-primitive non-motorized	• greater than 1000 ha and more than 1 km from the nearest road/where applicable.
• Semi-primitive motorized	• /only in the case of power boat or float plane access. For example, in coastal areas or large remote lakes.

- Communication of this inventory by documenting it and making it available at the following map scales:

Scale	Purpose	Responsibility of
• 1:2,000,000	• provincial overviews	• Recreation Section
• 1: 600,000	• regional planning	• Forest Regions
• 1: 250,000/ 100,000	• TSA/TFL planning	• Forest Districts and TFL licensees
• 1: 50,000	• preparation of Wilderness Management Plans	• Forest Districts

- Maintenance of this inventory as part of the normal recreation inventory update process through:
  - public consultation and incorporation of research results; and
  - coordination and collaboration with the inventory programs of other agencies and groups (Section 8.2).

6.0 PLANNING

The proposed framework for MoFL planning of the Provincial forest wilderness resource is presented here in terms of:

- the context within which the wilderness resource is considered;
- the process by which candidate areas are identified for their wilderness values;
- the process by which candidate areas are assessed and recommendations regarding wilderness designation are made to Cabinet; and
- the preparation of management plans for designated wilderness areas.

6.1 Context

It is proposed that the MoFL plan the Provincial forest wilderness resource in accordance with the concepts and principles of integrated resource management by considering wilderness in the context of:

- provincial level overviews of the wilderness resource;
- regional and district level management objectives for the full Recreation Opportunity Spectrum; and
- Forest Service integrated resource plans.

6.2 Identification process

It is proposed that the MoFL use its existing integrated resource planning processes, including their provisions for public involvement and interagency referral, to identify potential wilderness areas. In particular, it is proposed that potential wilderness areas:

- be identified:
  - by the MoFL through its development of provincial overviews, and its Timber Supply Area, Tree Farm Licence and Local Resource Use planning processes;
  - by TFL licensees through their development or revision of TFL Management and Working Plan;
  - by other agencies through their identification of the land base needs to meet their agency objectives; or
  - by licenced resource users, interest groups or members of the public by making their interests known to the MoFL (Executive or Regional Offices);

- meet the following criteria:
  - are classified by the Forest Service recreation inventory as Primitive or, where applicable, Semi-Primitive Non-motorized (Section 5.0). That is, areas which are currently in a generally remote and natural condition;
  - where applicable, are classified as Semi-Primitive Motorized (Section 5.0);
  - are not known to be included in the BC Parks Systems Plan. That is, it is not the intent of the MoFL wilderness program to duplicate the provincial parks system; and
- are ranked in terms of:
  - the significance of ecological and recreational features; and
  - the potential for conflicts with competing resource uses.

This identification process would result in the identification of individual candidate wilderness areas which would be subject to further assessment by the designation process below (Section 6.3).

6.3 Designation process

It is proposed that the assessment of a candidate area for its wilderness values and land use options:

- provide for the identification and assessment of all resource values by, or to the satisfaction of, the responsible agency;
- use analytical methods, planning context and management judgement in the assessment and comparison of resource values; and
- follow the wilderness designation process outlined in Table 1.

6.4 Preparation of management plans

It is proposed that a Wilderness Management Plan be:

- prepared for each designated wilderness area in accordance with Forest Service procedures for the preparation of Local Resource Use Plans as established or revised in the ministry's Resource Planning Manual;
- approved by the Regional Manager(s); and
- reviewed annually and revised every five years or sooner as required.

Table 1: The wilderness designation process.

STEPS(1)	TASKS
1) Terms of reference	• Forest Service preparation of draft terms of reference in consultation with affected agencies and approval by the Regional Manager.
2) Public notification	• Notification of the public, solicitation of input, identification of active planning participants, Forest Service preparation of Terms of Reference Document.
3) Information assembly	• Identification and inventory of all resource values, preparation of assumptions or reports.
4) Analysis	• Assessment and comparison of all resource values, preparation of assumptions or reports.
5) Options	• Development of land use options, Forest Service preparation and public review of Wilderness Management Options Report.
6) Recommendations	• Forwarding of recommendations regarding wilderness designation from Regional Manager to Executive, with Integrated Resources Branch and Wilderness Liasion Committee review before submission of recommendations to Cabinet.
7) Decision	• Cabinet decision regarding wilderness designation.
8) Plan preparation	• Preparation of a Wilderness Management Plan or other plan consistent with designation decision.
9) Plan implementation	• Implementation, enforcement and monitoring of the Wilderness Management Plan or other plan.

(1) • STEP 1 is preceded by the totality of on-going inventory and resource user communication associated with planning context (Section 6.1) and the identification process (Section 6.2).

• STEPS 1-7 are iterative. That is, failure to resolve issues at any step returns the process to repeat earlier steps.

7.0 MANAGEMENT

The proposed framework for MoFL management of designated wilderness areas is presented here in terms of:

- the principles underlying the ministry's wilderness management philosophy;
- the documentation of decisions made for the management of designated wilderness areas; and
- the enforcement authority required to achieve stated management objectives.

7.1 Management principles

It is proposed that MoFL management of designated wilderness areas be guided by the following management principles:

WHAT IS WILDERNESS?

- PRINCIPLE #1 - Wilderness is the remote, undeveloped extreme of the spectrum of land uses and makes up part of the mosaic of land uses of Provincial forests.
- PRINCIPLE #2 - Wilderness is a distinct, composite resource with inseparable parts (recreation, wildlife, heritage and other values and their interactions).

WHY IS WILDERNESS MANAGED?

- PRINCIPLE #3 - Wilderness is managed for human benefits, including the retention of naturalness and the management for recreational use and enjoyment.

HOW IS WILDERNESS MANAGED?

- PRINCIPLE #4 - The management of a wilderness area is guided by objectives which are established in a Wilderness Management Plan.
- PRINCIPLE #5 - Wilderness is managed by the minimum regulation necessary to achieve wilderness management objectives.
- PRINCIPLE #6 - Wilderness and adjacent lands are managed in relation to one another.
- PRINCIPLE #7 - Wilderness management strives to minimize the environmental and social impacts of human use.
- PRINCIPLE #8 - Wilderness preservation requires the management of human use, including the application of environmental and social carrying capacities.

7.2 Management plans

It is proposed that the Wilderness Management Plan for a designated wilderness area:

- document and communicate the decisions made regarding the management objectives for the designated wilderness area;
- provide comprehensive and long-term guidance for the management of the designated wilderness area;
- serve as an information reference for managers and users; and
- be prepared by the Forest District(s) with the format shown in Table 2 as a guideline.

7.3 Enforcement

It is proposed that Wilderness Management Plans be enforced through:

- information and education (Section 8.12);
- performance bonding, fines and other means as required; and
- the establishment under the authority of Section 5.1 of the Forest Act of the following regulation:
  - "A Regional Manager may limit or prohibit specific uses or use levels in a designated wilderness area, or in management zones within a wilderness area, as identified in the Wilderness Management Plan for the area."

Table 2: The Wilderness Management Plan.

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1.0 INTRODUCTION

- 1.1 Area description (including legal description, OIC text, tenures, occupancy rights and jurisdictions)
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2.0 MANAGEMENT OBJECTIVES

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- 3.3 Signing
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- 3.5 Occupancy and structures
- 3.6 Fire and pest management
- 3.7 Fish and Wildlife management
- 3.8 Range management
- 3.9 Cultural and heritage values
- 3.10 Mineral and petroleum exploration and mining
- 3.11 Administration and enforcement

4.0 PLAN IMPLEMENTATION (including management responsibilities and funding requirements)

5.0 PLAN MONITORING (including provisions for review and revision)

8.0 SPECIAL POLICY ISSUES

In addition to proposing an overall policy framework for the MoFL wilderness program (Sections 3.0-7.0), this paper recognizes a number of special policy issues surrounding the management of the Provincial forest wilderness resource. For each issue identified, this paper gives a brief background, proposes policy direction and provides a rationale for the policy which it proposes.

8.1 Public involvement

BACKGROUND:

BC's Provincial forest wilderness resource is a public resource. It is situated on Crown lands and vested in the people of the province. The meanings, values and uses of wilderness are intrinsically personal (Section 1.2) and can be fully articulated only through open discussion and debate. The MoFL has in place policies (Ministry Policy Manual) and procedures (Resource Planning Manual) to provide for public involvement in its integrated resource management of Provincial forests.

PROPOSED POLICY DIRECTION:

- to apply existing MoFL public involvement policies and procedures to its wilderness program; and
- to work cooperatively with resource users and the public in managing wilderness in Provincial forests, including the planning, management, enforcement and monitoring of Wilderness Management Plans for designated wilderness areas.

RATIONALE:

This policy direction would emphasize the importance and necessity of open discussion and debate in defining and managing the wilderness resource. This policy would be consistent with existing MoFL policies and government direction for public involvement.

8.2 Coordination of wilderness programs

BACKGROUND:

BC's Provincial forest wilderness resource is only part of the global wilderness resource. The MoFL wilderness program is only one of many wilderness programs. There are numerous provincial, national and international government and non-government organizations with mandates and programs to identify and designate areas which have significant wilderness values.

The provincial government's current strategy for wilderness management specifically includes a number of related but separately administered wilderness programs. Each of these programs has its distinctive mission, objectives and management philosophies. The provincial government chose not to endorse the Wilderness Advisory Committee's recommendation to establish a Natural Areas Advisory Council. Instead, it set up a Wilderness Liasion Committee to ensure inter-agency coordination of its multi-agency approach to wilderness management.

PROPOSED POLICY DIRECTION:

- to work cooperatively with other wilderness programs to ensure that the MoFL is informed about the missions, objectives and activities of other provincial, national and international government and non-government wilderness programs;
- to work cooperatively with other provincial agencies, through Recreation Section participation on the Wilderness Liasion Committee and Region/ District referral to other agencies of wilderness proposals and plans, to ensure coordination of the MoFL wilderness program with the wilderness programs of other agencies; and
- to utilize all available expertise and resources in the field of wilderness management, including the MoFL Research Branch, the Parks and Outdoor Recreation Division, Ministry of Environment and Parks and staff and publications of the U.S. Forest Service, by collaborating with these groups on wilderness research, inventory, planning and management.

RATIONALE:

This policy direction would emphasize a holistic approach for the MoFL wilderness program. This policy would recognize that the most efficient and effective means of managing wilderness for the benefit of the user is through a climate of cooperation, a free flow of ideas and information and the deliberate coordination of different but complimentary wilderness programs. This policy would acknowledge that the intent of the Forest Amendment Act, 1987 was not to create a duplicate parks system and would provide for close communication between BC Parks and an emerging MoFL wilderness program. This policy would enable, in principle and where feasible, ministry participation in jointly funded projects.

8.3 Geographic distribution of wilderness

BACKGROUND:

Most British Columbians live in the lower mainland or the southern part of the province. In sharp contrast, most of BC's existing, defacto wilderness is in the Coast Range or the far north. The Federal and Provincial parks systems emphasize the protection of representative examples of significant natural landscapes rather than providing a wilderness experience per se. The opportunity for a wilderness experience is more readily available to some British Columbians than to others.

PROPOSED POLICY DIRECTION:

- to consider the geographic distribution as well as the quantity and quality of wilderness in provincial level overview studies of the Provincial forest wilderness resource; and
- to provide for the greater demand which may be placed on wilderness resources closer to population centres by assessing resource values at the regional and district levels through the integrated resource management process.

RATIONALE:

This policy direction would emphasize that wilderness is for people (PRINCIPLE #3). This policy would target the integrated resource management process as the mechanism for articulating views and establishing priorities regarding the geographic distribution of wilderness.

8.4 Mining in wilderness areas

BACKGROUND:

The Forest Act specifically does not prohibit mineral, gas and petroleum exploration and development in designated wilderness areas (Section 2.0). The only mechanism for prohibiting the issuance of new mineral titles and subsequent exploration in wilderness areas is through the establishment of no-staking reserves under the Mineral Act or, in the case of coal, petroleum and natural gas, the removal of areas from disposition prior to the issuance of coal licences or petroleum and natural gas permits.

Not withstanding the Environment and Land Use Act, the authority for regulating the mining industry rests almost exclusively with the Ministry of Energy, Mines and Petroleum Resources (MEMPR). MEMPR exercises that authority by:

- issuing free miner certificates;
- registering mineral claims and leases;
- administering mineral and coal exploration permits and procedures as set forth in the Guidelines for Mineral Exploration and the Guidelines for Coal Exploration;
- issuing reclamation permits and providing inspection;
- administering the Mine Development Review Process;
- establishing Mineral Reserves where necessary; and
- working with other land management agencies, such as in Parks and Wilderness Areas, during mineral exploration and mine development to reduce land use conflicts.

MoFL authority regarding mining in designated wilderness areas is limited to the question of "how" rather than "whether" mining activities may occur. Under the authority of the Forest Act, the MoFL issues permits for the location of access roads and the cutting and disposal of trees along road right-of-ways. The MoFL participates in MEMPR referrals, including the Mine Development Review Process. There is the need to assess both mining and wilderness values and to minimize potential conflicts between mining and wilderness activities and opportunities in Provincial forests.

PROPOSED POLICY DIRECTION:

- to use existing MoFL and MEMPR legislation, guidelines and procedures in the planning and management of mining activities in designated wilderness areas;
- to work cooperatively with MEMPR in establishing mineral reserves for selected areas within designated wilderness areas where conditions warrant; and
- to coordinate MoFL and MEMPR objectives and activities in designated wilderness areas by implementing the procedures shown in Table 3.

Table 3: Mining in designated wilderness areas.

Major[1] steps	Enabling legislation	Procedure	MoFL involvement
• Mineral tenure	• Mineral Act	• claim registered with MEMPR	
• Mineral exploration	• Mines Act • Forest Act	• MEMPR referral to other agencies • reclamation permit required	• review and recommendation • setting of conditions and issuance of road & cutting permits
• Mine development review	• Environment & Land Use Act	• interagency review • provision for public review • Cabinet approval	• review and recommendation
• Mine construction	• Mines Act • numerous other acts	• special permits required from regulatory agencies	• setting of conditions and issuance of road & cutting permits • setting of conditions and issuance of licence to cut
• Reclamation	• Mines Act	• interagency review • reclamation permit must be approved by MEMPR prior to mine operations	• review and recommendation • joint inspection with MEMPR

(1) Similar steps for coal exploration and development.

RATIONALE:

This policy direction would emphasize the use of existing legislation, guidelines and procedures to minimize potential conflicts between mining and wilderness opportunities in designated wilderness areas.

8.5 Impact of wilderness designation on the forest industry

BACKGROUND:

The Forest Act specifically prohibits commercial logging in designated wilderness areas (Section 2.0). This does not include the possible cutting of trees for management purposes such as for reasons of safety, trail clearing or fire and pest management.

By current estimates (Forest and Range Resource Analysis (1984), TSA Plans and TFL M&WPs), only about a quarter of the Provincial forest land base has commercial timber or productive timber growing sites. The other three quarters is considered to be free of commercial timber or productive sites.

Any wilderness designations which included areas not occupied by commercial timber or productive sites would represent no loss of timber land base, notwithstanding reassessments of timber values. There are considerable areas which are currently considered to have wilderness values but no timber values. These areas represent no apparent conflict between timber and wilderness values.

There are some areas which have both timber and wilderness values. Any wilderness designations which included these areas would impact negatively on the forest industry by removing timber volumes and growth potentials from the timber land base. For these designations, compensation of foregone timber values may be required or warranted in accordance with the Forest Act and MoFL procedures.

At present, there is considerable conflict between timber and non-timber uses of Provincial forests. It has been suggested by foresters and wilderness advocates alike that a more comprehensive system of land use planning, of which wilderness designation would be a part, has the potential to reduce the present level of conflict. This would suggest a possible win-win situation regarding the impact of wilderness designation on the forest industry.

PROPOSED POLICY DIRECTION:

- to apply the concepts and principles of integrated resource management, and to use the ministry's existing integrated resource planning processes to ensure that any alienations from the timber land base through wilderness designation occurred only after full assessment of all resource values (Section 6.0), including timber values;

- to make full use of the TSA planning process (in which timber licensees participate through TSA Steering Committees) and the TFL planning process (in which the TFL licensee exercises the lead planning role) to ensure that all resource values are assessed in their forest management context and that timber licensees have the opportunity to review and comment on wilderness designation proposals which would affect their operations; and

- to keep timber licensees informed of any wilderness proposals which may be received by the MoFL external to the TSA or TFL planning processes and which stood to affect their operations.

RATIONALE:

This policy direction would emphasize the application of the ministry's integrated resource management mandate and the use of its established integrated resource planning processes to ensure licensee notification of, and participation in, the identification, assessment and comparison of timber and wilderness values. This policy would emphasize the opportunity which is available to the forest industry to assist the ministry in managing wilderness proactively rather than reactively.

8.6 Access management and the management of adjacent areas

BACKGROUND:

Access management and the management of adjacent areas are key to wilderness management. A manager's ability to retain the naturalness of a wilderness area and provide the opportunity for a wilderness experience depends upon how access is managed to and within the wilderness area. It also depends upon how adjacent areas are managed. For example, the wildlife species, visual landscapes, remoteness from roads, social modification (number of encounters or noise) and environmental modification (air or water quality) within a designated wilderness area are affected by how industrial and recreational activities are managed outside the designated wilderness area.

Under existing legislation mining activities, including the construction of roads and the use of motorized vehicles, are allowed in designated wilderness areas. Furthermore, government agencies in BC have relatively limited statutory authority to regulate public access to, or use of, Crown lands.

PROPOSED POLICY DIRECTION:

- to use the regulatory authority of the Forest Act:
  - to prohibit public roads in designated wilderness areas;
  - to require that all roads required for mining activities be closed to the public and be reclaimed in accordance with MEMPR guidelines (Section 8.4);
- to prohibit public use of motorized vehicles in designated wilderness areas unless specifically permitted by a Wilderness Management Plan; and
- to use the MoFL Coordinated Access Management Planning (CAMP) process to coordinate access management with respect to designated wilderness areas and adjacent lands.

RATIONALE:

This policy direction would emphasize that Provincial forest wilderness areas are roadless tracts of land (PRINCIPLE #1), while recognizing that legislation allows industrial access for mining exploration and development. This policy would emphasize that motorized access (including ATV's, snowmobiles, airplanes, helicopters and motorized boats or rafts) would be the exception rather than the rule, while enabling traditional motorized access (including float or ski plane landings in remote areas, motor assisted wild river rafts, fishing with the aid of small horsepower boats and other potentially compatible uses (PRINCIPLE #7)) to be permitted in specific areas where specified in a Wilderness Management Plan (PRINCIPLE #4). This policy would emphasize that wilderness areas must be recognized and managed within the mosaic of adjacent land uses (PRINCIPLE #6).

8.7 Commercial and public recreational use

BACKGROUND:

Both commercial and public recreational uses occur in the extensive tracts of existing, defacto wilderness. Some of these uses, either commercial or public, may be incompatible with wilderness as discussed in Section 1.2. In addition, conflicts within and between commercial and public uses may occur where the type of activity or the method of delivery are incompatible with each other.

PROPOSED POLICY DIRECTION:

- to allow, in principle, both commercial and public recreational uses in a designated wilderness area, with the conditions that:
  - the commercial or public use is compatible with wilderness;
  - the method of delivery of the commercial service or the public use etiquette is consistent with a Wilderness Management Plan;
  - traditional uses, either commercial or public, are recognized and conflicts between uses are minimized by encouraging the separation of uses into different areas, times or seasons;
  - specific, established uses that are considered incompatible with wilderness are either allowed to continue or phased out in accordance with a Wilderness Management Plan;
  - expansion of commercial operations or increases in permitted public use levels are consistent with a Wilderness Management Plan; and
  - all facilities are kept to a minimum; and
- to administer commercial recreational use in designated wilderness areas through the ministry's Lands Division, the Ministry of Environment and Parks or other appropriate agencies in accordance with their policies and procedures for commercial backcountry recreational use.

RATIONALE:

This policy direction would establish that Provincial forest wilderness areas are for both commercial and public recreational use, where such uses are compatible with wilderness and consistent with a Wilderness Management Plan. This policy would be consistent with the prevailing social and political philosophy of right of recreational access to and use of Crown lands. This policy would give direction on how to minimize use conflicts by recognizing tradtiional uses, encouraging separation of conflicting uses and targetting the Wilderness Management Plan as the primary tool for conflict resolution.

8.8 Fire and pest management

BACKGROUND:

On the one hand, the preservation of ecological systems and the retention of naturalness are inherent in the meaning of wilderness and basic objectives of wilderness management. Wildfires and pest outbreaks are natural occurences and some North American approaches to wilderness management include "let burn" fire management policies and "no action" pest management policies.

On the other hand, wildfires and pest outbreaks impact on other, more socially oriented, perceptions and attitudes about wilderness. Furthermore, wildfires or pest outbreaks which originate in a wilderness area may spread to adjacent areas and impact negatively on the management objectives of those areas.

The MoFL's current fire management policy is that "... all wildfires, regardless of cause, will be subjected to immediate and vigourous initial attack". Initial attack may, however, be delayed, suspended, or withdrawn due to various conditons. The MoFL's current pest management policy is not as specific, but includes "... the application of pest control measures for optimum effect and the use of strategies with the least adverse social and environmental impacts".

Decisons made regarding fire and pest management are among the most important decisions the wilderness manager can make in determining whether or how wilderness values will be affected. Possible fire management strategies include:

- fire exclusion by suppression;
- fire inclusion through no action;
- initial attack and modified project fire suppression; and
- use of prescribed fire.

Possible pest management objectives include:

- action against all pest occurences;
- action against mobile pests only (for example, bark beetles and defoliators versus root rots); and
- no action.

PROPOSED POLICY DIRECTION:

- to require fire and pest management strategies, including joint agreements with other agencies where required, to be identified in all Wilderness Management Plans;

- to base fire and pest management strategies on the particular conditions and objectives of each wilderness area and its adjacent land uses;

- to allow salvage operations of fire, insect or disease-killed timber or blow down in wilderness areas if public safety or adjacent commercial timber were threatened or if such actions were considered to best serve the interests of the public; and

- to carry out fire and pest management activities, if undertaken, in such a manner as to minimize environmental and social impacts, or to maintain wilderness values.

RATIONALE:

This policy direction would emphasize flexibility and local needs in an area where conditions are site-specific, knowledge of the consequences of management action is often lacking and attitudes are in their formative stages.

8.9 Fish and wildlife management

BACKGROUND:

Fish and wildlife resources are an integral part of wilderness. Preservation of wilderness is synonomous with the preservation of endangered species, biological diversity, gene pools and laboratories for biological research. Fishing, hunting, wildlife viewing and trapping are traditional wilderness activities. The MoFL has the mandate for managing Provincial forest wilderness resources, including the designation of wilderness areas under the Forest Act. The Ministry of Environment and Parks (MoEP) has the mandate for managing Provincial forest fish and wildlife resources, including the designation of Wildlife Management Areas under the Wildlife Act.

PROPOSED POLICY DIRECTION:

- to recognize the role of wilderness management in the preservation and protection of fish and wildlife resources, both locally and globally;
- to allow, in principle, sports fishing, hunting and the continuation of existing trap lines in designated wilderness areas, provided such uses are compatible with wilderness and consistent with a Wilderness Management Plan;
- to allow, in principle, only minimum modification of fish and wildlife habitats and populations in designated wilderness areas, except as required for reasons of public safety, welfare of the populations or protection of resource values in adjacent areas;
- to work cooperatively with other agencies, primarily Recreational Fisheries and Wildlife Branches of MoEP, in managing recreational use so that fish, wildlife and wilderness objectives of all agencies are met; and
- to provide for Wildlife Management Area (WMA) designation in a Provincial forest Wilderness Area by the following steps:
  - designation of the area as a Provincial forest Wilderness Area under the Forest Act;
  - initiation of the preparation of a Wilderness Management Plan (Section 7.2);
  - receipt as input of a WMA Management Plan for appropriate portions of the wilderness area in accordance with MOEP draft policy on WMA's; and
  - recommendation to Cabinet regarding WMA designation under the Wildlife Act.

RATIONALE:

This policy direction would emphasize the inseparability of fish, wildlife and wilderness resources (PRINCIPLE #2) and the complimentary roles of the MoFL and MoEP in managing these resources. This policy would recognize that human benefits are derived through both the preservation and use of these resources. This policy would acknowledge fishing, hunting and trapping as traditional wilderness activities, while requiring these activities to be compatible with wilderness and consistent with a Wilderness Management Plan. This policy would be consistent with MoEP draft policy on Wildlife Management Areas.

8.10 Range management

BACKGROUND:

Range lands occur extensively throughout the province's existing defacto wilderness. Ranchers, guides and outfitters have traditionally held permits and leases to the forage on these lands for the grazing of their cattle, sheep and horses. There is a growing amount of non-tenured use of forage in this defacto wilderness associated with the increasing commercial and public recreational use of these areas.

PROPOSED POLICY DIRECTION:

- to require range management strategies to be identified in all Wilderness Management Plans;
- to allow existing commercial grazing of cattle and sheep in designated wilderness areas, provided that such uses are compatible with wilderness and consistent with a Wilderness Management Plan;
- to allow no new commercial grazing permits or leases in designated wilderness areas, unless such tenures are compatible with the management objectives of the area; and
- to allow, in principle, tenured and non-tenured recreational horse use and grazing in designated wilderness areas provided that such uses are compatible with wilderness and consistent with a Wilderness Management Plan.

RATIONALE:

This policy direction would emphasize that tenured and non-tenured grazing exists in defacto wilderness, and that traditional horse grazing in particular is a compatible use of forage in wilderness areas. This policy would target the Wilderness Management Plan as the primary tool for conflict resolution. This policy would further seek to minimize future conflicts by discouraging the issuance of new grazing tenures for cattle or sheep in designated wilderness areas.

8.11 Cultural and heritage values

BACKGROUND:

The MoFL has no authority to adjudicate on land claim issues in Provincial forest wilderness areas. Traditional social systems, lifestyles and other uses occur in wilderness areas, and heritage values of archaeological or historical significance are often present. Cultural and heritage values can contribute to the wilderness experience and are an important consideration in wilderness management.

PROPOSED POLICY DIRECTION:

- to recognize traditional social and cultural uses in managing the Provincial forest wilderness resource;
- to work cooperatively with other agencies, particularly the Ministry of Tourism, Recreation and Culture, to identify cultural and heritage values in candidate wilderness areas; and
- to require that strategies for the identification and protection of cultural and heritage values in designated wilderness areas are identified in all Wilderness Management Plans.

RATIONALE:

This policy direction would emphasize that cultural, heritage and wilderness values are inseparable (PRINCIPLE #2). This policy would direct the ministry to cooperate with the agencies responsible for the management of these resources and to document in the Wilderness Management Plan the considerations given to them.

8.12 Information and education

BACKGROUND:

The Provincial forest wilderness area is a new type of land designation in BC. Public and agency attitudes and expectations are still in the formative stages. Perceptions of what wilderness is and what types of management are appropriate vary widely. Public information and education can be used to communicate management intent, warn of inherent or unusual risk and foster in users a wilderness ethic.

PROPOSED POLICY DIRECTION:

- to develop information and education programs on wilderness to assist in the implementation of the MoFL wilderness program and its various Wilderness Management Plans;
- to encourage the use of information and education as a means of managing use and behaviour in designated wilderness areas;
- to inform and educate users about inherent and unusual risk in wilderness travel;
- to work cooperatively with the Ministry of Tourism, Recreation and Culture and other agencies to encourage commercial wilderness operators to serve as role models and educate their clients in wilderness ethics; and
- to encourage organized user groups to play a role in information and education dispersal to their members and the public.

RATIONALE:

This policy direction would emphasize that information and education are an essential part of the MoFL wilderness program. This policy would emphasize inherent risk in wilderness travel and be consistent with ministry policies and government direction regarding liability (Section 8.13). This policy would recognize the practical difficulties and high administrative costs of legal enforcement, and would be an application of the principle of minimum regulation (PRINCIPLE #5).

8.13 Liability

BACKGROUND:

Where there is risk, there is liability. Wilderness travel in designated wilderness areas is no exception. To the extent that liability and any statutes, policies and guidelines for dealing with it are the responsibility of government at large, the issue of liability is beyond the scope of this paper. However, the MoFL can and does take steps to manage all uses of Provincial forests with health, safety and environmental quality in mind.

PROPOSED POLICY DIRECTION:

- to ensure that reasonable care is taken to inform the public about inherent and unusual risk in wilderness travel;
- to ensure that any Forest Service facilities that may be constructed and maintained in designated wilderness areas meet reasonable standards of health, safety and environmental quality; and
- to encourage that any commercial wilderness operations that may be carried out in designated wilderness areas meet reasonable standards of health, safety and environmental quality.

RATIONALE:

This policy direction would emphasize that there is inherent risk in wilderness travel (Section 8.12). This policy would be consistent with ministry policies and government direction regarding liability. Namely, that "reasonable care" must be exercised by the responsible agency.

9.0 SYNOPSIS

This paper sets forth a wide range of proposed policy covering diverse aspects of a complex and sometimes intangible subject. The various policy statements which are presented in Sections 3.0-8.0 can be assessed and understood individually and in their own right. It is, however, another matter to visualize the bigger picture. In which direction would this proposed policy framework steer the ship?

To better convey an overall intent, this paper concludes by presenting two models of the MoFL wilderness program as it could be expected to unfold under the direction of this proposed policy framework. One model, the Wilderness Opportunity Spectrum shown in Figure 1, conceptualizes the program from the point of view of the wilderness user. The other model, the Wilderness Resource Spectrum shown in Figure 2, conceptualizes the program from the point of view of the wilderness manager. In each model, the MoFL wilderness program is cast in the broader context of other wilderness programs and other resource programs.

The Wilderness Opportunity Spectrum, with user choice at the centre, shows the types and qualities of wilderness opportunity that a user could expect from different programs, including the MoFL wilderness program. Wilderness opportunity is expressed in terms of access, facilities and permitted uses. For example, in a Provincial forest wilderness area, a user could expect to find no public roads, restricted motorized use, limited facilities, low levels of dispersed use, and no logging but possible mining activities. With regards to motorized use, for example, the user could expect this use to be prohibited in wilderness oriented parks, restricted in Provincial forest wilderness areas, less restricted in facility oriented parks and essentially unrestricted in Provincial forests outside of wilderness areas. This model shows how the different wilderness programs are both distinctive and complimentary. It also shows how each program not only provides its own opportunities, but also contributes to the diversity of opportunity as seen by the user. Providing a diversity of opportunity is a cornerstone of recreation management, especially for managing a resource as individual and personal as wilderness.

The Wilderness Resource Spectrum displays the manager's repertoire of land use disignations along a spectrum of land uses. It should be noted that Recreation Corridor is a "program" rather than a "designation". Recreation Corridor "status" encompasses a variety of possible designations ranging from administrative notation of interest in recreation to Provincial park. The Provincial forest wilderness area, for example, is not a suitable designation for industrial emphasis since commercial logging is prohibited. Likewise, it is not a suitable designation for exclusively recreation and conservation since mining is permitted. Furthermore, it is not a suitable designation for exclusively preservation, as for example the Ecological Reserve designation, since commercial and public recreational uses are permitted.

The proposed policy framework, as presented through this paper and conceptualized in the Wilderness Opportunity Spectrum and Wilderness Resource Spectrum models, is intended to interpret the new wilderness legislation and guide resource managers in how they could use the Provincial forest wilderness designation within the integrated resource management process. This proposed policy framework is a step in the evolution of the ministry's wilderness policy.

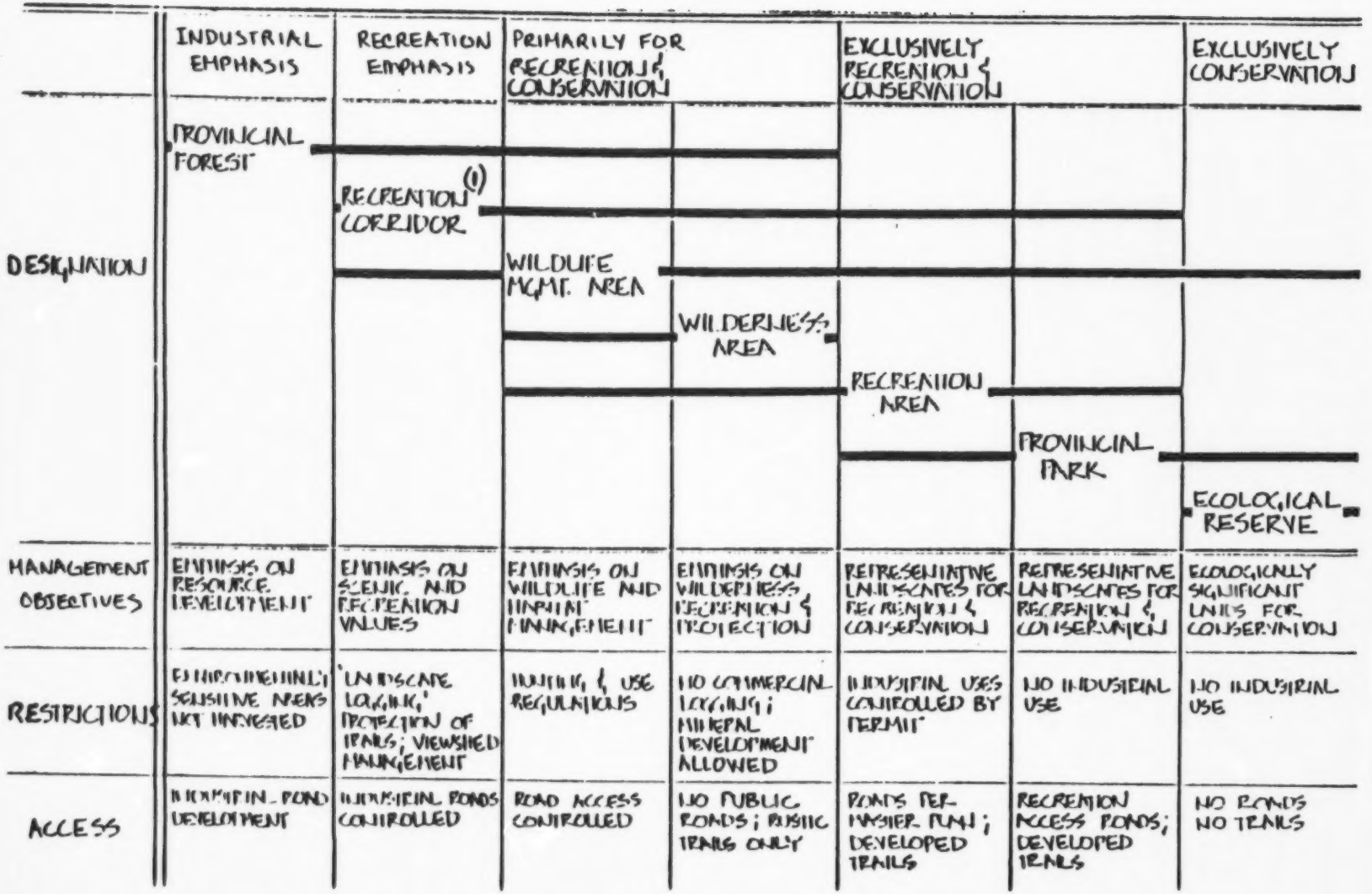
1) Includes Purcell Wilderness Conservancy, Ecological Reserves, wilderness and nature conservancy zones in Provincial Parks and Recreation Areas.

2) Includes developed and integrated use zones in Provincial Parks and Recreation Areas.

3) Includes Provincial forests exclusive of designated and some defacto wilderness areas.

4) Includes designated and some defacto Provincial forest wilderness areas.

Figure 1. The Wilderness Opportunity Spectrum model.



(1) Not a designation. Includes a range of possible designations.

Figure 2. The Wilderness Resource Spectrum model.

Glossary

1) BC Parks Systems Plan. The strategic plan of the Parks and Outdoor Recreation Division, Ministry of Environment and Parks. This plan identifies the additions to the existing provincial park system which are considered necessary to complete the park system objective of protecting representative examples of each of BC's significant biophysical landscapes. The level of parks planning above the park master plan.

2) Carrying capacity. A management concept borrowed from the biological sciences and applied to recreation management. This concept recognizes a maximum level of recreational use above which environmental or social impact exceeds limits of acceptable change and recreation experiences and satisfaction are diminished.

3) Commercial recreation. The provision of recreation experiences and services by a private operator. Includes guiding, outfitting, heli-skiing, etc.

4) Compatible uses. Activities which are in harmony with social and environmental needs and constraints and consistent with an approved management plan. Uses which do not conflict with other uses and which, by implication, are "acceptable".

5) Coordinated Access Management Planning (CAMP). A Forest Service planning process to identify road access, road closures, and other access requirements to achieve integrated use objectives for a Forest District. The CAMP process includes public involvement, and is a key component of recreation and wilderness management.

6) Integrated resource management. A decision-making process whereby all resources are identified, assessed and compared before land use or resource management decisions are made. The decisions themselves, whether to approve a plan or carry out an action on the ground, may be either multiple or single use in a given area. The integrated resource manager, therefore, is the "honest broker" who oversees the resource integration function by providing the processes which enable all resource values to be considered. The application of integrated resource management results in a regional mosaic of land uses and resource priorities which reflect the optimal allocation and scheduling of resource uses.

7) Local Resource Use Planning (LRUP). One of the five levels of planning in the MoFL planning framework. Includes Coordinated Resource Management Plans, Community Watershed Plans, Resource Folio Plans, etc. The Wilderness Management Plan is also a type of LRUP.

8) Management zone. An area identified in a Wilderness Management Plan and given specific management prescriptions, in order to regulate use or identify actions required to achieve specific results.

9) Provincial forests. Lands designated by the Lieutenant Governor in Council under Section 5 of the FOREST ACT and which must be managed and used in accordance with the provisions of that section. Currently about 85% of the province.

10) Recreation. Any physical or psychological revitalization. Forest-oriented recreation, as it pertains to the Forest Service recreation program, includes wilderness, scenic landscapes, cultural and heritage landmarks and developed facilities.

11) Recreation inventory. The Forest Services' province wide inventory of the Provincial forest recreation resource. Includes a feature inventory, landscape inventory, Recreation Opportunity Spectrum inventory and facilities inventory.

12) Recreation Opportunity Spectrum. A framework for forest recreation managers and policy makers which recognizes the diversity of people's motivations and needs for recreation and seeks to provide a diversity of opportunities to meet these needs.

13) Recreation program. The Forest Service program whose mission is to provide the opportunity for recreation experiences and benefits by protecting, and managing the use of, the Provincial forest recreation resource. A sub program of the recreation program is the wilderness program which addresses one end of the spectrum of recreation values.

14) Timber Supply Area (TSA). An integrated resource management unit established under Section 6 of the Forest Act, as a revision to and a consolidation of the former Public Sustained Yield Units. The TSA is the land unit with respect to which TSA planning is carried out.

15) TSA plan. The forest management plan developed for a TSA. The TSA plan establishes the overall direction for the management of the timber, range and recreation (including wilderness) resources under Forest Service jurisdiction in the TSA.

16) Tree Farm Licence (TFL). An area based timber tenure established under Section 27 of the Forest Act. A TFL is also a Provincial forest and to be managed by the principles of integrated resource management.

17) TFL Management & Working Plan (M&WP). The forest management plan developed for a TFL as a statutory requirement of the TFL licence.

18) Wilderness. A condition of remoteness and naturalness. A distinct resource and legitimate land use with a range of meanings, values and uses. A concept which is operationally defined for each jurisdiction by legislation, policies and management plans.

19) Wilderness area. A part of the Provincial forest designated as wilderness under Section 5.1 of the amended Forest Act.

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